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# **TOWARD FREEDOM FROM WANT**

**Handbook on the United Nations  
Economic and Social Council  
and Specialized Agencies**

**by  
Anne Winslow**

COMMISSION TO STUDY THE ORGANIZATION OF PEACE

45 East 65 Street

New York 21, New York

March, 1947



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United Nations Economic and Social Council  
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Specialized Agencies

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ANNE WINSLOW

COMMISSION TO STUDY THE ORGANIZATION OF PEACE

*Research Affiliate of*

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### ECONOMIC AND SOCIAL COUNCIL

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# Toward Freedom From Want

The Economic and Social Council of the United Nations is unique in the history of international organization. For the first time, the governments of the world have given formal recognition to the fact that the nations and their peoples constitute one organic whole, whose well-being depends on the close integration of all its diverse parts. For the first time, the varying facets of economic and social interests are being brought into functional relationship under the aegis of a central coordinating body.

By what long ascent have nations come to the point of creating such an Economic and Social Council?

## ECONOMIC COOPERATION IN WAR-TIME

Paradoxically, the first definite steps toward international cooperation were taken as war measures. In World War I science and industry were mobilized for the revolutionary strategy of total war. This involved a closer structural relationship between national economies and politics than had ever existed before. In Germany this need was recognized as early as 1914. But Germany's problem of economic mobilization was relatively simple compared with that of the Allied and Associated Powers for they had to create international machinery to coordinate their various economic policies.

As soon as the war was over, however, this machinery was cast aside. The demand for national economic self-sufficiency gained the day over the voice of the few who sought to apply the lessons of 1914-1918. At the Paris Peace Conference little attention was paid to economics except in the matter of reparations and there with little application of sound economic knowledge. The League of Nations was designed primarily as a political, security organization and throughout its history was hampered by this fact. Competent economists in the Secretariat did make its economic and financial reports of great value but planning for the breaking down of national trade barriers was rendered ineffective by the economic nationalism which gained steadily throughout the 1920's.

It was not until after the great depression of 1929-1933 that any major effort was made to remedy this situation. However, the failure of the London Conference of 1934 made matters even worse than before. Germany led in policies of autarchy which ultimately furnished the link between economic nationalism and war by the concentration of its economic resources for military purposes.

When the second World War came, it called into action far greater efforts at effective international cooperation than the first World War. This time, in addition to pooling goods, raw materials, war materiel, shipping and even strategy on a global basis, a new element was introduced. This was the principle of Lend Lease, put into operation by the United States even before her formal entry into the conflict. Aid to the Allied Powers was deliberately planned so as to prevent postwar economic disturbances arising from the difficulty of repaying war debts when the debtor was already burdened by his own direct war effort. Lend Lease met the issue fairly and squarely by the statement in Article VII of the Master Lend Lease Agreement. This Article, drawn up in the fall of 1941, reads:

"In the final determination of the benefits to be provided to the United States of America by the Government of the United Kingdom, in return for aid furnished under the Act of Congress of March 11, 1941, the terms and conditions thereof shall be such as not to burden commerce between the two countries, but to promote mutually advantageous economic relations between them and the betterment of world-wide economic relations. To that end, they shall include provision for agreed action by the United States of America and the United Kingdom, open to participation by all other countries of like mind, directed to the expansion, by appropriate international and domestic measures, of production, employment, and the exchange and consumption of goods, which are the material foundations of the liberty and welfare of all peoples; to the elimination of all forms of discriminatory treatment in international commerce, and to the reduction of tariffs and other trade barriers; and, in general, to the attainment of all the economic objectives set forth in the Joint Declaration made on August 12, 1941, by the President of the United States of America and the Prime Minister of the United Kingdom.

"At an early convenient date, conversations shall be begun be-



tween the two Governments with a view to determining, in the light of governing economic conditions, the best means of attaining the above-stated objectives by their own agreed action and of seeking the agreed action of the other like-minded Governments."

Throughout the official documents issued during the war there is constant stress laid upon the importance of economic prosperity and its close bearing upon security. Either by implication, or explicitly, there is recognition of the necessity for constructive planned action. In agreements, treaties and proclamations the majority of nations have pledged themselves to cooperate in solving their economic problems.

In August 1941, President Roosevelt and Prime Minister Churchill proclaimed the Atlantic Charter's eight points, referred to in the Master Lend Lease Agreement. Four of these are concerned with economic rights—access to trade and raw materials; collaboration to improve labor standards, secure economic advancement and social security; freedom from fear and want; freedom of the seas. Fifty-one nations subsequently subscribed to that proclamation.

The twenty-year treaties between the Soviet Union and the United Kingdom in 1942, Czechoslovakia, 1943, and France, 1944, all contain economic clauses.

Article 5: "The high contracting parties . . . agree to work together in close and friendly collaboration after the reestablishment of peace for the organization of security and economic prosperity in Europe."

Article 6: "The high contracting parties agree to render one another all possible economic assistance after the war." (Treaty with the United Kingdom, 26 May, 1942)

Article IV: "The high contracting powers in the interest of each other's security agree to close and friendly collaboration in the period after the conclusion of peace. . . ."

"They agree to carry out economic relations between each other on the largest possible scale and to render each other all possible economic assistance after the war." (Treaty with Czechoslovakia, 12 December, 1943)

Article VI: "The High Contracting Parties agree to render each other every possible economic assistance after the war with a view

to facilitating and accelerating the reconstruction of both countries and in order to contribute to the cause of world prosperity." (Treaty with France, 10 December, 1944)

Similar collaboration was provided for in the western hemisphere by the 1945 Act of Chapultepec which contained an Economic Charter of the Americas.

## POSTWAR PLANNING FOR ECONOMIC COOPERATION

Postwar planning during the second World War completely reversed the emphasis of 1919. It is true that, at the instance of President Roosevelt, the State Department undertook to draft the outlines for a postwar international organization like that of the League of Nations with little reference to the economic factors. Nevertheless while this preparation for a United Nations Charter was, at first, carried on in secret, some positive steps were taken openly towards postwar economic planning. The first concrete step in this direction was the United Nations Conference on Food and Agriculture held at Hot Springs, Virginia, in 1943.

### *Food and Agriculture*

By the summer of 1943 it had become apparent that the problem of food was paramount in all economic planning. Destruction of agricultural equipment and materials, lack of transport, untilled fields and the draining off of agricultural workers into other occupations had reduced the dwindling resources of food to a minimum. The situation demanded not only the husbanding of existing supplies but the development of long range plans for the rehabilitation of agricultural areas. Even in pre-war days more than two-thirds of the world's population were ill-nourished and many faced periodic starvation.

These problems were met by two organizations—one, the United Nations Relief and Rehabilitation Administration, dealing with the short term war emergency situation, the other, the Food and Agriculture Organization dealing primarily with the long term planning of a sound agricultural economy. This division of functions was a wise measure since there was a fundamental difference in approach to the problems of immediate

relief on the one hand, and the evolutionary development of world agriculture, on the other.

UNRRA was a cooperative venture on the part of the forty-four participating nations in which even the countries receiving assistance contributed what they could in goods or services. The idea behind it was not unlike Lend Lease. Countries gave what they could and received what they needed without accumulating debts which would ultimately threaten or destroy the fragile structure of their war ravaged economies. In the field of agriculture, UNRRA purchased and shipped, with all possible dispatch to the devastated areas, food, seeds, fertilizers and farm machinery. Its object was to prevent famine, in so far as possible, and to provide a modicum of the essentials required by the peoples to recreate their own agriculture.

The Hot Springs Conference which met to discuss the long term problem of agricultural planning agreed on three significant points. They declared their belief that "the goal of freedom from want of food, suitable and adequate for the health and strength of all peoples, can be achieved"; that it must be achieved through concerted action and that "there must be an expansion of the whole world economy to provide the purchasing power sufficient to maintain an adequate diet for all. With full employment in all countries, enlarged industrial production, the absence of exploitation, an increasing flow of trade within and between countries, an orderly management of domestic and international investment and currencies, and sustained internal and international economic equilibrium, the food which is produced can be made available to all people."

Out of this Conference grew the first of the new Specialized Agencies—the Food and Agriculture Organization. It operates on a budget of \$5,000,000 a year, and has a membership of 47 nations. In addition to the usual organizational setup there are a number of expert advisory committees—Agricultural Science and Agricultural Production, Economics and Marketing, Statistics, Fisheries, Forestry, and Nutrition.

The Constitution authorizes a wide range of activities in the fields of nutrition, food and agriculture. In addition to the collection, analysis and dissemination of information, the Organ-

ization "shall promote and where appropriate, shall recommend national and international action," and shall "furnish such technical assistance as governments may request." The Organization is concerned with technological developments, questions of processing, marketing and distribution, agricultural credit and commodity arrangements, conservation of natural resources and problems of education, administration and the spread of public knowledge. It has already published a "World Food Survey" which estimated available food supplies for the prewar years in 70 countries and matched them against targets of better nutrition for various countries or areas. It has also made a "World Food Appraisal for 1946-47" which indicates the most serious food shortages which continue to exist in the world supply. It has advanced "Proposals for a World Food Board" to deal with the problems of agricultural price stabilization, famine reserves and disposal of surplus. Recently FAO completed, at the request of the Greek Government, a study of that country's agriculture, fisheries and forestry and made recommendations for a long range program.

### *International Monetary and Financial Arrangements*

The next step was the Bretton Woods Conference in June 1944. Most of Europe and much of Asia had been frozen under German and Japanese occupation. Liberated countries emerged politically unstable and financially bankrupt. Their currencies were valueless, their trade at a standstill. Even unoccupied countries were shaken and their resources dangerously strained. The Bretton Wood Conference was called to devise machinery to stabilize exchange rates and to facilitate the international flow of capital.

The solution of these two problems provides a key to planning for economic prosperity. "Each nation possesses its own currency system, and unless these national currencies are freely convertible at some stable ratio, trade cannot flow smoothly. No American importer would buy goods abroad, valued in a foreign currency, unless he knew to within a very small margin the value of that currency in dollars at the time of the purchase. If that value were subject to sudden and unpredictable changes

he would be unwilling to enter into any purchase contract which provided for delivery at some future time."

Moreover, all the processes of industry and business in the modern world are based upon credit. "In industry today the production process is often very long. Huge plants must be built; raw materials must be bought and transported over great distances; wages must be paid to the men who build the plant, the seamen and railroad operatives who transport the raw materials, as well as the workers who finally manufacture the finished product. Clearly such an intricate system of production and trade could never have developed if all payments had had to be settled immediately and in cash, often long before the final product reached the market. . . .

"For a century after the Napoleonic wars these functions were discharged by the London money market and the international gold standard. The role of gold in that mechanism of international payments was, however, far less important than the ability and readiness of nations to observe the rules of the game and adapt their domestic production in response to external influences. Changes in the technique and organization of production and trade, together with the economic consequences of two major wars have now destroyed that system beyond hope of repair."<sup>1</sup> It was therefore the function of the Bretton Woods Conference to consider new mechanisms to take the place of those which had either gone out of existence or were outmoded.

Prior to the Conference a series of preliminary meetings and discussions had been held. In 1943 proposals by Dr. Harry White of the United States Treasury and Lord Keynes were both made public. In June of 1943 technical experts of both nations met in Washington, informally, in an effort to reconcile the two proposals. Discussions were also held with the Russians. In April 1944, the Soviet Union, the United States and the United Kingdom issued a joint statement drawing upon both the White and Keynes proposals as well as on a compromise Canadian plan. This formed the basis for the Bretton Woods discussions.

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1. James T. Shotwell, *The Great Decision*. New York, Macmillan, 1945, pp. 176-77.



In his address to the Conference President Roosevelt said:

"The program you are to discuss constitutes, of course, only one phase of the arrangements which must be made between nations to insure an orderly harmonious world. But it is a vital phase, affecting ordinary men and women everywhere. For it concerns the basis upon which they will be able to exchange with one another the natural riches of the earth and the products of their own industry and ingenuity. Commerce is the life blood of a free society. We must see to it that the arteries which carry that blood stream are not clogged again, as they have been in the past, by artificial barriers created through senseless economic rivalries.

"Economic diseases are highly communicable. It follows, therefore, that the economic health of every country is a proper matter of concern to all its neighbors, near and distant. Only through a dynamic and a soundly expanding world economy can the living standards of individual nations be advanced to levels which will permit a full realization of our hopes for the future."

The Bretton Woods Conference set up the International Monetary Fund and the International Bank for Reconstruction and Development. "The function of the Fund is to aid members in maintaining arrangements that promote the balanced expansion of international trade and investment and in this way contribute to the maintenance of high levels of employment and real income."<sup>2</sup> The Fund is authorized to receive subscriptions from members in accordance with a schedule of quotas up to \$8,800,000,000. In any single year, a member in good standing may purchase from the Fund foreign currencies in exchange for an equivalent amount of its own currency, of a total value not to exceed one fourth of its original quota. This makes it possible for members to make up temporary foreign trade deficits. In joining the Fund members accept certain obligations, notably they are pledged: not to change the gold value of national currencies except under certain specific conditions and only after consultation with the Fund; to make proceeds of international transactions freely convertible into other currency as rapidly as possible; to refrain from discriminatory currency arrangements and multiple currency practices.

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2. International Monetary Fund, *First Annual Report*.

The Bank has a potential capital of \$10,000,000,000. This will be used in most instances to guarantee large scale loans to nations for productive economic developments. The loans may either be used for postwar rehabilitation purposes or, in the case of underdeveloped countries, for the development of new projects leading to improved economic conditions. In either case an application for a loan must be approved by the Bank as a sound investment which affords relative assurance of an ultimate return in terms of increased prosperity.

### *Aviation*

In the autumn following the Bretton Woods Conference, delegates from 52 nations met in Chicago to discuss the problems of international civil aviation. They declared that "the future development of international civil aviation can greatly help to create and preserve friendship and understanding among the nations and peoples of the world, yet its abuse can become a threat to the general security."

During the last few years air transport increased between 1200 and 1800 per cent. Its growing importance necessitated new agreements to replace the limited prewar Conventions—the Paris Convention of 1919 for Europe and the Pan American Convention on Air Navigation of 1928 for the Americas. The right of passage of the planes of one nationality over the territory of another, landing privileges and the exchange of commercial rights are all subjects for international regulation. Equally necessary are uniform standards and practices for air navigation. International agreements are particularly important in the field of aviation. Even in 1939 it is estimated that more than 40 per cent of the world's air travel was international in character and this ratio will probably increase with the growing importance of the less developed regions of the world.

The Chicago Conference resulted in the creation of the International Civil Aviation Organization and the interim Provisional International Civil Aviation Organization which has been operating pending receipt of the requisite number of signatures to the permanent body. Its functions include the setting up of codes of operations for aircraft and personnel, provision of

health and safety rules, studies and recommendations regarding duty, customs and immigration methods and navigation facilities.

The interim Organization is already engaged in a number of activities. The pattern of meteorological services, traffic control, communications, radio beacons and search and rescue arrangements is being worked out. As the result of a regional conference held in London in September, 1946, nine states have agreed to cooperate in the establishment and maintenance of a network of North Atlantic Ocean weather stations which are expected to be in full operation by midsummer of 1947. Other regional meetings have been held for the European-Mediterranean, Caribbean and Middle East regions and several more are scheduled for the near future. Considerable progress has been made with regard to the exchange of information on technical scientific advances. This has been of particular service to those countries whose research had to be abandoned during the war years. The compilation of regional route manuals, studies on air navigation standards, simplification of frontier formalities as well as the collection of economic, statistical and legal information on air transport are all included in the current program of activities.

### *Education, Science and Culture*

While the nations were gradually evolving the economic forms to shape the postwar world, a parallel activity was quietly being carried on in the field of intellectual cooperation. From 1942 to 1945 the Conference of Allied Ministers of Education, in London, studied both the problems of reconstruction in occupied countries and the more general aspects of future international cooperation. In November 1945 a conference of 44 nations was called by the British and French governments to consider the establishment of an international body in the educational and cultural fields. Out of this conference grew the United Nations Educational, Scientific and Cultural Organization. International cultural cooperation had long been accepted and was represented in the League of Nations by the International Committee (later Organization) of Intellectual Cooperation, a body of distinguished savants which had as its secre-



tariat the International Institute of Intellectual Cooperation at Paris, composed of representatives of different nations. Under the general authority of the Committee on Intellectual Cooperation, the Institute carried on studies on educational programs in different countries and also on problems lying in the fields of economics and of political science. This was a delicate matter because there was constant danger of arousing national susceptibilities. Nevertheless the study of political and economic problems proved so challenging that the Committee authorized the Institute to create a semi-autonomous body for the study of political questions—the International Studies Conference. Thus the development of the League of Nations Organization on Intellectual Cooperation developed steadily until the second world war.

At the San Francisco Conference little attention was paid to the previous work in intellectual cooperation carried on by the League of Nations. The United Nations Educational, Scientific and Cultural Organization which resulted in fulfillment of the Charter was the product of a more active interest in this field than had been the case after the first World War. The emphasis placed upon education, science and culture as fundamental bases for a lasting peace was evidence of the impact of the second World War. Nazism had arisen and conquered by the twin levers of force and mass hypnotism. Peace to be secure had to be as total as war itself. It was at last realized that the minds of men had to be moulded as well as their environment. The Preamble to the Constitution of UNESCO declares "that ignorance of each other's ways and lives has been a common cause, throughout the history of mankind, of that suspicion and mistrust between the peoples of the world through which their differences have all too often broken into war; . . .

"The States parties to this Constitution, believing in full and equal opportunities for education for all, in the unrestricted pursuit of objective truth, and the free exchange of ideas and knowledge, are agreed and determined to develop and to increase the means of communication between their peoples and to employ these means for the purposes of mutual understanding and a truer and more perfect knowledge of each other's lives."

The first General Conference of UNESCO was convened in Paris on November 19, 1946. In addition to the more formal work of the Conference there were special exhibitions devoted to modern art, education and science; documentary films from various countries, lectures by scientists, philosophers and educators; concerts and ballets arranged by the French Government. This program—known as UNESCO Month—is planned as a regular annual feature of the Conference.

The potential scope of UNESCO is so vast that its primary task is judicious selection to avoid the dissipation of its resources. Much of its program can and should be carried on by national and international organizations already operating in the fields of education, science and culture as well as by certain other specialized agencies, particularly the World Health Organization with which close cooperation is planned. One of UNESCO's primary contributions will be its directional and coordinating influence on the work of other organizations, in distinction to activities initiated and carried out under its own authority. It will, however, also serve as a center for research in new techniques and methods of application in the field of education, for the development of model projects and for the collection and analysis of data. The present target list includes: the development of a world-wide program in fundamental education; an international revision of text-books in the interest of understanding, accuracy and peace; a study of the possibility of a world-wide network for radio broadcasting and reception; a survey of mass communication media and a study of psychological and sociological tensions which endanger world peace. During the summer of 1947, a conference of philosophers is to be held to discuss the principles which should dictate the drafting of a declaration of the Rights of Man in terms of modern civilization. UNESCO also has on its program several projects to be executed jointly with organs of the United Nations or other agencies. These include a Conference on Freedom of Information and of the Press, and a Population study—both in conjunction with the Economic and Social Council as well as a study of nutrition in India, China and Africa, the execution of which will presumably rest primarily with the World Health Organization and FAO.

## *International Labour Organization*

The development in the years between 1943-1946, of specialized agencies operating in particular fields was not without precedent. In 1919, at the Paris Peace Conference, the Constitution of an International Labour Organization was drafted. This Organization has functioned continuously since that time, first as a semi-autonomous organ of the League of Nations and recently as one of the specialized agencies brought into relationship with the United Nations.

The International Labour Organization was created to provide a means for coordinating labor legislation and raising the standard of living generally, recognizing the fact that conditions in one country affected those in others. Its credo as expressed in the 1944 Declaration of Philadelphia embodies the principles that: labor is not a commodity; freedom of expression and of association are essential to sustained progress; poverty anywhere constitutes a danger to prosperity everywhere; the war against want requires to be carried on with unrelenting vigor within each nation, and by continuous and concerted international effort in which the representatives of workers and employers enjoy equal status with those of Governments, join with them in free discussion and democratic decision with the view to the promotion of the common welfare.

The function of the International Labour Organization is not only to assist in adapting, in terms of human welfare, the ever changing environment in which the worker lives but to serve as moderator between the three partners in an industrial civilization—labor, management and government, all of which are represented in it and participate in framing the Conventions and Recommendations which are then passed on to the governments for ratification. In its 27 years of existence the Organization has approved 76 international labour Conventions and 78 formal Recommendations for action and consideration by member governments. These cover hours of work, minimum age for employment, working conditions of women and young workers, workman's compensation, social insurance, minimum wage fixing machinery, social standards in non-self-

governing territories, holidays with pay, industrial safety, statistics, and subjects relating to migration.

The work of the ILO requires not only a wide range of technical knowledge with regard to the various industries but also up to date information concerning conditions and industrial developments in all parts of the world. The regulations which are formulated must provide, at once, an ideal which is not too remote from the realities in underdeveloped areas and yet which does not set a floor too far below existing standards in the highly industrialized countries. The structure of the International Labour Organization has been designed to fulfill the exacting requirements which its functions demand of it. Its central body is the General Conference which is composed of four delegates from each country of whom two are government delegates and two represent respectively "the employers and the work people of each of the members." The Secretariat for the Organization is the International Labour Office composed mostly of research workers operating under the control of the Governing Body. In addition to the General Conference there are also regional conferences which are held in various parts of the world to maintain contact with local problems and conditions. In October 1947 a Preparatory Asiatic Regional Conference will meet in China. Preparations are also under way for a Near and Middle East Conference towards the end of 1947.

These Conferences are further supplemented by meetings in different countries devoted to special topics. Standing committees study and analyze information in their particular fields and make recommendations to the General Conference for its action. Some of these committees are concerned with particular industries, others with specific problems. There are committees for coal mining; textiles; building, civil engineering and public works; metal trades; iron and steel production; inland transport; petroleum production and refining; and the chemical industry. There is also a joint maritime commission for the special questions affecting working conditions and safety at sea. In addition to these industrial committees there are committees on agriculture, industrial hygiene, women's work, social policy in dependent territories, migration and various other fields.

## THE MAKING OF THE CHARTER

While the Allied nations were developing international machinery to harmonize activities in the various separate fields of human endeavor, they were also initiating consideration of the central problem of an organization to replace the League. The first public declaration came as a result of the Moscow Conference in November 1943. Here, in the words of United States Secretary of State Cordell Hull, China, the Soviet Union, the United Kingdom and the United States "pledged themselves to carry forward to its fullest development a broad and progressive program of international cooperation."

### *Dumbarton Oaks*

In August 1944 the representatives of China, the Soviet Union, the United Kingdom and the United States met at Dumbarton Oaks in Washington, D.C., for the purpose of establishing a general international organization. The pattern here developed was similar in many ways to the Covenant of the League of Nations. However, although the major emphasis was placed upon problems of security, a new element was introduced with the concept of international economic and social responsibilities. Provision was made for an Economic and Social Council, and the future United Nations organization was directed "to initiate studies and make recommendations for the purpose of promoting international cooperation in political, economic and social fields and of adjusting situations likely to impair the general welfare."

Dumbarton Oaks provided the skeleton draft of what was later to become the Charter of the United Nations. It was not, however, until San Francisco that the economic and social objectives were thoroughly spelled out. It was left to the San Francisco Conference to consider the questions of trusteeship, displaced persons, human rights and international cultural and educational intercourse. So much is said about the unfortunate compromises necessitated by international agreements that it may be worth noting that the 51 nations at San Francisco produced a document far sounder and wider in scope than had the four great powers at Dumbarton Oaks.



The United Nations Conference on International Organization which opened in San Francisco in April 1945 finally brought into focus and crystallized the various approaches which had been made to economic and social problems. Each nation brought some contribution regarding what seemed to it the more significant aspects. Under the leadership of Australia the Economic and Social Council was raised to the position of a principal organ, "part of the very heart of the entire pact." Nevertheless this Council is not on the same level as that of the Security Council which has legislative powers. The Economic and Social Council is an advisory body which reports directly to the General Assembly.

The functions of the Economic and Social Council which had been barely touched upon at Dumbarton Oaks were here expanded in considerable detail. The insistence of New Zealand on the importance of full employment, of France on unhampered access to raw materials and of Panama on the importance of migration all contributed to a fuller definition of specific problems.

Greece particularly voiced the necessity for adequate measures for the reconstruction of devastated areas. "The world finds itself confronted by the great problem of housing, building and technical reconstruction, but possesses relatively few means for the accomplishment of its task." If joint action is not taken "reconstruction will be attempted in an uneconomic way, because every country will attempt to secure simultaneously manpower and raw materials for building purposes and, as a consequence, prices will rise to high levels. Reconstruction will take place in an inequitable manner because nations possessing the technical means of production will enjoy the necessary facilities, in contradistinction to other nations." This the Greek delegate pointed out would increase the disparity between nations and would be a threat to security.

France was one of the leaders in getting education into the Charter and in promoting the idea of what later became the United Nations Educational, Scientific and Cultural Organiza-

tion. Brazil and China were responsible for the inclusion of health in the Charter and for the proposal for a World Health Organization. It was also Brazil that suggested the creation of a Commission on the Status of Women.

These and many other suggestions resulted in the document designed "to achieve international cooperation in solving international problems of an economic, social, cultural, or humanitarian character."

### THE ECONOMIC AND SOCIAL COUNCIL, 1946

The General Assembly convened for the first time on January 10, 1946, at Church House in London. For some months previously a Preparatory Commission had been preparing a report regarding the establishment, initial work and organization of the Economic and Social Council, as well as on other aspects of the United Nations. On January 12, in accordance with the provisions of the Charter and the recommendations of the Preparatory Commission, the Assembly elected the eighteen members of the Economic and Social Council. On January 23, fully constituted, the Council met and sat until February 18.

#### *Recommendations of the Preparatory Commission*

The Report of the Preparatory Commission of the United Nations, as approved by the General Assembly, contained a number of recommendations regarding the scope of the Council's work and the more urgent tasks before it. The Commission listed nine specific fields of endeavor deserving of special attention. These were: monetary cooperation and international investment; trade policies (including commodity problems and restrictive practices of private international agreements); some aspects of transportation; some aspects of communication; labor standards, welfare and related social questions; food and agriculture policies; educational and cultural cooperation; health; relief and rehabilitation.

The Preparatory Commission also recommended the creation of five commissions and consideration of three additional ones. The five to be established were: A Commission on Human

Rights; Economic and Employment; Temporary Social; Statistics, and Narcotic Drugs. Those to be considered were: Demographic; Temporary Transport and Communications; and Fiscal.

### *Summary of Accomplishments*

During 1946 the Economic and Social Council held three sessions. The first session was held at Church House in London from January 23 to February 16; the second, at Hunter College, New York, from May 25 to June 21; and the third, at Lake Success, Long Island, from September 11 to October 3. As was to be expected, these were largely concerned with developing the necessary organizational structure. The Council completed the internal framework for its principal activities, setting up the eight recommended commissions, and, in addition, a Commission on the Status of Women. It also authorized the creation of seven sub-commissions<sup>1</sup> and several committees.

In fulfilment of its mission as coordinator the Council negotiated draft agreements with four specialized agencies—International Labour Organization, Food and Agriculture Organization, United Nations Educational, Scientific and Cultural Organization, Provisional International Civil Aviation Organization—and concluded consultative arrangements with four non-governmental agencies—World Federation of Trade Unions, American Federation of Labor, International Chamber of Commerce, International Cooperative Alliance. The Council also initiated plans for the creation of two new specialized agencies in the fields of health and refugees, and laid the groundwork for a third dealing with trade. It further recommended to the General Assembly the establishment of an international children's emergency fund as recommended by UNRRA.

The Council conducted one field study through its Sub-Commission on the Economic Reconstruction of Devastated Areas. The preliminary report of this Sub-Commission was forwarded to the General Assembly. In the accompanying Resolution, the Council stressed the matters of particular urgency. These in-

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1. This includes the temporary Sub-Commission on the Economic Reconstruction of Devastated Areas, established in June, 1946.



cluded the necessity for long term and short term financing for reconstruction and the role of the International Bank and Fund; the need for coal and mining equipment, machinery and electric power; problems of manpower, housing, railroad and inland waterways transportation; the necessity for the re-establishment of agricultural production and trade. The Council also endorsed the UNRRA Council resolution regarding food and supplies for agricultural production and recommended to the General Assembly the immediate establishment or designation of an agency or agencies to meet the relief problem upon the termination of UNRRA.

The Council has under consideration several international meetings including a World Statistical Congress to be held in September, 1947, and a World Congress on Passport and Frontier Formalities. It is also studying the possibility of establishing United Nations research laboratories. These were the principal items under discussion during the first three sessions, though a number of other matters were brought up including the continuation of the welfare activities of UNRRA, and the transfer of certain non-political functions of the League of Nations. Most of these were referred to the appropriate commissions.

The record of the first year of the Economic and Social Council augurs well for the possibility of the economic cooperation upon which peace depends. In the words of the United States representative, John Winant:

"The deliberations of the Economic and Social Council have reflected not only the natural difficulties of reconciling different opinions and different approaches to common problems, but also have to some extent reflected differences which are being even more vigorously expressed in other bodies and meetings. The substantial list of accomplishments enumerated above is in itself evidence that these difficulties have not proved insuperable in the Economic and Social Council. The growing pains of this body are becoming less as its members become more accustomed to working with each other and as they come to understand each other better."

### *Commissions and Sub-Commissions*

The commissions and sub-commissions of the Economic and Social Council are to serve as central clearing houses for in-

formation on activities in their respective fields. They may either make or recommend the making of such special studies as may appear indicated. They will, upon request, supply information both to the organs of the United Nations and to the specialized agencies. They will draw attention to urgent problems or to those for whose solution no machinery exists and may make recommendations regarding desirable action. They will suggest areas for joint action by two or more specialized agencies or other bodies having common interests. Each commission will study the effect in its particular field of action taken by other commissions, agencies or bodies. In other words, the commissions and sub-commissions will assist the Economic and Social Council in its primary task of formulating and coordinating economic policies and techniques.

The Economic and Social Council selects the countries which are to serve on the various commissions. In turn each country nominates its representative following consultation with the Secretary-General. The object of this consultation is to achieve, in so far as possible, a membership representative of the different types of expert knowledge requisite for each commission. As a matter of form all nominations must be confirmed by the Council. Each of the thirty-nine countries now represented in the commissions are at liberty to send a delegate either with or without instructions. In the latter case the delegate acts entirely in his own capacity as an individual. A delegate may be represented by an alternate, but in this case, the alternate participates without vote.

Provisions also have been made in the case of several commissions for the appointment of corresponding members to serve in their individual capacity or for participation without vote by representatives of appropriate bodies or agencies. After some debate the Council decided that since the sub-commissions were small technical bodies their members should serve in their personal capacity as individual experts. These members are appointed by the appropriate commission subject to the approval of the member's government.

During the second part of its first session, in December, 1946, the Assembly approved a recommendation by the Eco-

nomic and Social Council that travel expenses should be paid by the United Nations for all delegates to commissions and sub-commissions.<sup>2</sup>

During 1946, there were meetings of seven of the nine commissions and also of the temporary Sub-Commission on the Economic Reconstruction of Devastated Areas. With the exception of the Commission on Narcotic Drugs all commissions met in nuclear form. Their primary function was the submission of recommendations regarding the membership and scope of the permanent commissions. Each nuclear commission consisted of nine persons appointed in their personal capacity. Despite the necessarily organizational character of these meetings, a number of concrete measures were submitted to the Council for action.

The nuclear *Economic and Employment Commission*<sup>3</sup> was primarily concerned with the economic reconstruction of devastated areas and the problem of control and allocation of machinery for materials in short supply. It also advanced proposals concerning relief needs following the cessation of UNRRA.

The temporary Sub-Commission of the Economic and Employment Commission on the Reconstruction of Devastated Areas was the only sub-commission established in 1946. It is composed of governmental representatives of twenty States. In order to carry out its mission it divided into two working groups, one for Europe and Africa and the other for Asia and the Far East. Reports on Asia and the Far East are still in a preliminary stage but a fairly comprehensive initial report has been prepared on Europe. The report, based on field trips as

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2. The Assembly, however, refused to approve a recommendation of the Economic and Social Council that subsistence allowances be granted.

3. One of the most important actions taken by the full Commission when it met in January, 1947, was the instructions to its Sub-Commission on Economic Development "to commence a study, in co-operation with the other Commissions of the United Nations and the Specialized Agencies concerned, with the view to making recommendations regarding the need for an international code relating to foreign investment which will cover among other things the protection of economic and social interests of the countries in which investments are to be made, as well as the protection of investors, both public and private; and conduct studies into the need for and methods of international incorporation of private business firms conducting business operations on an international or a world scale."

well as on the study of data supplied by the various governments, deals with food and agriculture, housing, manpower, coal, electric power, raw materials, machinery and equipment, transport, trade and financial needs. The time limit of a month and a half which the Sub-Commission devoted to this omnibus subject precluded anything but a very general survey. It did, however, serve to point up some of the problems and areas for further study. Its major recommendations were concerned with the development of long term projects such as the utilization of European water power along the lines of the TVA and the creation of suitable machinery for economic collaboration. It recommended an economic commission for Europe. This proposal was heartily endorsed by the General Assembly in December, 1946. It urged that "the Economic and Social Council, at its next session, give prompt and favorable consideration to the establishment of an Economic Commission for Europe and an Economic Commission for Asia and the Far East." This matter is on the agenda of the fourth session of the Council.

The nuclear *Transport and Communications Commission* studied particularly the problem of international organization in its field. It recommended five specialized agencies to deal with the problems of aviation, telecommunications, postal cooperation, inland transport and shipping. The International Civil Aviation Organization has already been created and is being brought into relationship with the Council. Three of the other four fields are at least partially covered by existing organizations; the International Telecommunications Union, the Universal Postal Union and the European Central Inland Transport Organization.

The United Maritime Consultative Council, created during the war, went out of existence in October, 1946. At its last meeting the Council agreed that each of its member governments should take appropriate action in requesting the Economic and Social Council to convene a conference of all interested governments for the purpose of creating a specialized agency in this field. The Council drew up a draft convention for the proposed organization. It also proposed the creation of a Provisional Maritime Consultative Council, operating without funds, to serve during the interim period.

The Economic and Social Council directed the Secretary-General to convene meetings of experts in the fields of telecommunications and postal cooperation with a view to drafting proposals for the purpose of bringing the two organizations into relationship with the United Nations. The Postal Experts met in December and prepared a draft agreement to submit to their Congress in May.

Action regarding shipping and inland transport was deferred pending a full study of the problems by the permanent Commission. With regard to two other recommendations of the nuclear Commission, the Council took affirmative action. It approved a study of "coordination of activities in the fields of aviation, shipping and telecommunications in regard to safety at sea and in the air." It also approved in modified form a resolution to call an International Conference on Passport and Frontier Questions. A preliminary meeting of experts has been tentatively scheduled to convene in March.

The nuclear *Statistical Commission* laid particular emphasis on the necessity for centralizing and improving the comparability of statistical information. It urged the creation of a central statistical unit within the Secretariat of the United Nations to serve the needs of all departments and organs. It also suggested that consideration be given to methods of relating the activities of quasi-governmental and non-governmental statistical organizations, including regional organizations, to those of the United Nations.

Both these recommendations were accepted by the Council as well as a third concerning the maintenance, without interruption, by the Secretariat of the statistical activities of the League of Nations. The Council further authorized the Commission to take whatever action might be necessary to promote the adoption of uniform minimum national standards on general population data.

The *Population and Fiscal Commissions*, fully constituted, were scheduled to hold their first meetings in 1947 on February 6 and April 28 respectively.

The nuclear *Commission on Human Rights* devoted a considerable part of its deliberations to the broad problem of



implementation. In the words of its Chairman the Commission considered that "It is only the free information of what happens to people throughout the world which can form a basis for public opinion. And it is public opinion which will really make it possible to enforce any Bill of Human Rights, and no Bill of Human Rights will be worth anything unless it is enforced." For this reason the Commission concentrated its attention on the question of public opinion.

It granted a hearing to a number of representatives of non-governmental organizations. It proposed the creation of information groups within the individual countries—"Members of the United Nations are invited to consider the desirability of establishing information groups or local human rights committees within their respective countries to collaborate with them in furthering the work of the Commission on Human Rights."

The Commission also emphasized the importance of regional conferences along the lines of the Inter-American Conference on War and Peace Problems held in Mexico City in March 1945. Such regional approaches afford not only a public forum but a method of coming to grips with the concrete problems of particular areas. The Council has authorized the permanent Commission to call in ad hoc working groups of non-governmental experts in specialized fields or individual experts without further reference to the Council, but with the approval of the President of the Council.

With regard to more formal methods of implementation the Commission made two recommendations. It urged that, pending the adoption of an International Bill of Rights, international treaties conform to the Charter provisions on Human Rights. It also suggested that pending the eventual establishment of an agency of implementation, the permanent Commission should be recognized as qualified to aid the appropriate organs of the United Nations.

Finally the Commission recommended the assembling of certain documentation which was specifically approved by the Council. This comprises the compilation and publication of a yearbook on law and usage relating to human rights, the collection and publication of information on the activities con-

cerning human rights of all organs of the United Nations, the collection and publication of information concerning human rights arising from the Nuremberg and Tokyo trials of war criminals, and the collection and publication of plans and declarations on human rights by specialized agencies and non-governmental national and international organizations.

The *Commission on the Status of Women* met in nuclear form as a Sub-Commission but was later raised by the Council to a full Commission. It envisaged a comprehensive, militant program directed to the objective of full equality in all fields of human enterprise. It recommended a survey of laws pertaining to the status of women and the practical application of such legislation, polls to sound public opinion, a forum to hear the views of consultative agents, the calling of a United Nations Women's Conference, the international exchange of all categories of manual and intellectual women workers, the collection of records on women's affairs and the creation of a world-wide public opinion through the media of the press, radio, publications, motion pictures, etc. The Council referred this program to the permanent Commission for study and at the same time requested the Secretary-General to arrange for a complete and detailed study of existing legislation and its practical application concerning the status of women. This study will be based on the work started by the League of Nations in 1937 with however more emphasis upon application.

The *Social Commission* has perhaps the most general mandate of any Commission and there is a tendency to allocate to it any problems which do not fall within the scope of the other Commissions. Its report was one of the most substantive received by the Council. It included a census of international organizations in the social field, an analysis and recommendation regarding League activities and a resumé of urgent problems in devastated and undeveloped areas. With regard to the social activities of the League, the nuclear Commission recommended that these be taken over by the permanent Commission and expanded. The present program as approved by the Council includes study of the following problems: Care of special groups such as children, the aged and handicapped; social serv-

ices; child welfare; traffic in women and children; crime prevention and treatment of offenders in consultation with the International Penal and Penitentiary Commission.<sup>4</sup>

With regard to urgent problems in devastated and undeveloped areas, the permanent Commission will study methods of dealing with questions raised by the termination of UNRRA such as training of social welfare personnel, restoration of social welfare activities and institutions, and coordination of the activities of voluntary agencies.<sup>5</sup> It will also consider the problem of setting up international machinery for housing and town and country planning.

The permanent *Commission on Narcotic Drugs* met November 27 to December 13. Unlike the other Commissions, it was not primarily concerned with delineating the particular scope of its own activities or of pioneering in new fields. The Permanent Central Opium Board and the Supervisory Body of the League of Nations had operated for years under a very precise mandate which was being transferred in toto to the Commission on Narcotic Drugs of the United Nations. For this reason the Commission spent a good portion of its first session discussing details of the transfer and such reorganization as seemed indicated. It also reviewed the situation since 1940 as the work of the League had been sharply curtailed during the war years. It studied particularly the problems of the limitation of the production of raw materials, opium smoking in the Far East and illicit traffic and drug addiction. Since peace treaties with Japan are to be negotiated in the near future it was suggested that control provisions might be included. It has under consideration two alternate proposals. According to the first of these "a stock pile of narcotic drugs shall be established by

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4. At its January session, the Social Commission decided not to consult with this agency since it numbered Franco Spain among its members. It was felt that such consultation would not be in accord with the Assembly Resolution on Spain. (See footnote, page 33)

5. At its meeting at Lake Success in December, 1946, the General Assembly passed a resolution to transfer urgent UNRRA welfare services to the United Nations. An appropriation of \$670,000 has been made to "furnish advice, information and experts in response to requests from countries, in order to assist them in the organization of the administration of their social services, including the training of social work personnel." This represents the first experiment by the United Nations in rendering practical field service.



an international authority at the proposed Far Eastern Regional Office of the United Nations, or at some suitable center designated by the Economic and Social Council on the recommendation of the Commission on Narcotic Drugs. The Charter of this authority shall be approved by the Economic and Social Council." It is interesting to note that this suggestion has many similarities with that proposed for the control of atomic energy including provision for supervision by United Nations inspectors. The alternative suggestion which is much less radical limits itself to the provision that "imports of narcotic drugs into Japan shall be made only by the Government of Japan, which shall send all indents through an Inspectorate appointed for this purpose by the United Nations."

With regard to Germany the Commission unanimously adopted a resolution which "requests the Economic and Social Council to urge the Governments of France, the United Kingdom, the Union of Soviet Socialist Republics and the United States to recommend to the Allied Control Authority to take the necessary measures, at the earliest possible moment, for the establishment of an effective control of narcotics for all Germany." The Commission pointed out that without a centralized authority in Germany no effective control was possible.

The Commission also discussed the fact that there were still a few countries in the world which legalized the use of opium for smoking and recommended "that the Economic and Social Council urge all countries which still legalize the use of opium for smoking to take immediate steps to prohibit the manufacture, internal traffic in and use of such opium."

The Commission considered that one of the most urgent matters was the re-establishment of a full and adequate system of reporting. This had inevitably been impossible during the war years. It also stressed the fact that effective control could not rely exclusively upon legal and punitive measures. The basic problem consisted in finding a method of eliminating the reasons for opium smoking. Particular stress was laid upon the work of UNESCO whose educational efforts could contribute so much to an atmosphere of mental health.

## *Committees*

The Council utilizes three types of committees: those concerned with the organization and coordination functions of the Council; those dealing with special projects, not limited to the membership of the Council; those which are merely routine committees to expedite consideration of the work of the Council.

There is a standing Committee on Organization which makes recommendations regarding the organization of the Council and its Commissions. There is a standing Committee on Negotiations with Specialized Agencies and one on Relations with Non-Governmental Organizations. The Council has also requested the Secretary-General to establish a standing Committee of Administrative Officers consisting of himself as Chairman and the corresponding officers of the Specialized agencies brought into relationship with the United Nations, for the purpose of taking all appropriate steps to insure the fullest and most effective implementation of the agreements entered into between the United Nations and the specialized agencies.

During 1946, the Council created four special committees. A Technical Preparatory Committee for an International Health Conference, consisting of sixteen experts in public health met in Paris from 18 March to 6 April. A Special Committee on Refugees and Displaced Persons was set up at the request of the General Assembly. This Committee, consisting of twenty members, met in London from 8 April to 1 June. It was followed by a Committee on the Finances of the International Refugee Organization which met from 6 July to 20 July. A Preparatory Committee for an International Conference on Trade and Employment, consisting of 18 members, met in London from 15 October to 26 November.

### *Agreements with Specialized Agencies*

Through its twelve member Committee on Negotiations, the Council prepared draft agreements with the Food and Agriculture Organization, the International Labour Organization, United Nations Educational, Scientific and Cultural Organization and the Provisional International Civil Aviation Organ-

ization. Negotiations with the International Bank for Reconstruction and Development and the International Monetary Fund have not proceeded beyond the preliminary stages. Both the Bank and the Fund, while anxious to continue and intensify practical cooperation, consider that they have not yet had sufficient experience to formulate the appropriate character and scope of their future relations with the United Nations.

The four agreements<sup>6</sup> which have been approved by the Council, the agencies concerned and by the General Assembly provide for the closest possible cooperation.

The United Nations may send representatives, without vote, to all meetings of the agencies and they in turn may attend meetings of any organ of the United Nations, relevant to the particular agency's field. Both parties to the agreement may submit items for insertion on each other's agenda as well as having the privilege of making written statements and recommendations. Any formal recommendation by the United Nations requires a report from the agency upon action taken to give effect to the recommendation. There is to be a full exchange of information, including regular reports from the agencies. Each agency agrees "to cooperate with the Economic and Social Council in furnishing such information and rendering such assistance to the Security Council as that Council may request, including assistance in carrying out decisions of the Security Council for the maintenance or restoration of international peace and security."

Statistical methods and personnel policies are to be as uniform as possible. Consideration is also being given to the possibility of integrating the budgets of all the specialized agencies in the general budget of the United Nations as was done with the International Labour Organization under the League of Nations. In the meantime there are provisions for consultation in the preparation of the annual budgets of the agencies and for review and recommendation by the United Nations.

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6. Ratification of the agreements with the International Civil Aviation Organization is dependent upon the exclusion by that Organization of Franco Spain from its membership in accordance with the Assembly Resolution of December 12, 1946. It is recommended that "the Franco Government of Spain be debarred from membership in international agencies established by or brought into relationship with the United Nations."

While the agreements determine the relationship between the agencies and the United Nations, they do not in any way give the latter the right to control policies. Each agency is an independent body recognized by the United Nations as competent in its particular field. The only limitation concerns membership. Most of the specialized agencies are open to states which are not members of the United Nations. However, the United Nations reserves the right to exclude a non-member state from any agency with which it is in relationship should it so desire. All four of the agreements permit the agencies to request an advisory opinion from the International Court of Justice. This is not a right but a privilege extended by the United Nations which may be withdrawn.

Both the United Nations and the agencies themselves, with the exception of the International Labour Organization, are young and relatively inexperienced. It is impossible as yet to chart the exact course of their development and hence determine closely the nature of the ultimate relationship which will prove most workable and fruitful. For this reason the terms of the agreements between the United Nations and the specialized agencies are couched to allow for flexibility and growth. There is a special article which provides that the Secretary-General of the United Nations and the Director of the agency agree to enter into such supplementary agreements as may be necessary "in the light of the operating experience of the two organizations."

### *Consultation with non-governmental organizations*

The work of the Economic and Social Council affects the basic pattern of human life. The translation of its programs depends upon the farmer and worker and businessman. Without their understanding and cooperation there is little hope of effecting the peaceful readjustment to a one world economy. It is, therefore, particularly important that the Council maintain close contact with representatives of the major organized non-governmental groups both as a means of channeling information on the work of the Council to the peoples of the world and also to bring to the Council cognizance of their practical problems and needs.

For this purpose the Council set up a Committee of twelve on Arrangements for Consultation with Non-governmental Organizations. This Committee worked out the initial steps and has since been succeeded by a permanent screening Committee of six which now consists of China, France, the Soviet Union, the United Kingdom and the United States under the Chairmanship of the President of the Council. This Committee is assisted by the Assistant Secretaries-General for economic and social affairs respectively.

There are three main criteria which govern the Council in admitting an organization on a consultative basis. The organization must be concerned with matters which fall within the competence of the Council; its aims and purposes must be in conformity with the Charter of the United Nations; it must represent a substantial portion of the organized persons within its particular field and its representatives must have authority to speak for the membership.

Normally such consultation will take place only with international organizations, as it seemed more appropriate for national bodies to express their views either through their own governments or through an international organization of which they were members. However, an exception has already been made in the case of the American Federation of Labor which was specifically mentioned in the original Assembly resolution of February 14. Consultative arrangements may be made with such national organizations provided that they represent a field not already covered by an international organization or have special experience which would be useful to the Council.

Arrangements for consultation fall into three categories depending upon the scope and purposes of the particular organization. Those which "have a basic interest in most of the activities of the Council, and are closely linked with the economic and social life of the areas which they represent" have substantially the same privileges accorded to them as to the specialized agencies. They may send observers to all public meetings of the Council; submit questions for insertion in the provisional agenda; circulate written communications to members of the Council. They may also be invited to consult with a standing



committee or to present their views to the full Council should the Council so desire.

Organizations which "have a special competence but are concerned specifically with only a few of the fields of activity covered by the Council" and those which are "primarily concerned with the development of public opinion and with the dissemination of information" are more limited in their privileges. They may send observers to public meetings but their communications will not automatically be distributed. Such communications will be listed and circulated only at the request of a member of the Council. Both these latter groups will have their principal dealings not directly with the Council but with a committee appointed for that purpose or with the appropriate commission.

The four organizations with which arrangements for consultation have been completed are all in the first group, known as "Category (a)." They are: the World Federation of Trade Unions, the International Cooperative Alliance, the International Chamber of Commerce and the American Federation of Labor.

### *World Health Organization*

When the Economic and Social Council assumed its functions in January, 1946, one of the most pressing tasks before it was the creation of an international health organization. Of the four principal bodies in this field, two were going out of existence and two were limited in scope. The League of Nations health organization had curtailed its activities to the minimum during the war and was due to cease them completely when the League formally terminated its existence. The United Nations Relief and Rehabilitation Administration which had been responsible for the international sanitary conventions, certain health and welfare services to UNRRA recipient countries, as well as for health and social services to refugees was also completing most of its activities by the end of 1946. The Office International d'Hygiène Publique had, prior to UNRRA, as its primary responsibility the enforcement and periodic revision of the International Sanitary Convention. This comprised, on the

one hand, the prevention of the spread of disease from one country to another, and on the other hand the restriction of quarantine measures to the minimum compatible with the prevention of disease. The Office was not set up to assume the broader responsibilities required for an international health agency. The Pan American Sanitary Bureau operated only in the Western Hemisphere.

Unless quick action were taken, there would be no effective international health body in operation by the end of 1946. At the same time, postwar conditions had greatly magnified the dangers to all countries of epidemic diseases. There was famine in many areas and almost everywhere populations exhausted by years of under-nourishment and strain. Houses, water supplies and sewage systems had been destroyed. Great masses of people were migrating from one region to another. Aviation was increasing the dangers of the transfer of diseases from one country to another. Never before had the potentialities for disaster been greater.

It was with a full realization of these facts that the Economic and Social Council moved as swiftly as possible to establish the necessary machinery. The Preparatory Committee of health experts which met in Paris was entrusted with the task of laying the foundations for a single world health organization. In no field is unification at once more essential and more feasible. There are no tariff barriers against imported diseases. Basic problems are common to all countries. Scientific knowledge is universal in applicability. The malaria or yellow fever mosquito is the least political of animals and the one upon which it is easiest to reach accord for common action.

The Preparatory Committee made recommendations regarding the agenda and composition of the International Health Conference, prepared a draft constitution of a new world health organization and also suggested alternative methods of relating or integrating existing international bodies. In addition, it considered plans for the taking over of the health functions of the League, the Office and UNRRA.

The Committee concluded its meetings on April 6. The Economic and Social Council considered the report at the end of

May and on June 19 the International Health Conference met in New York. It was attended by delegates from the fifty-one United Nations and observers from thirteen non-member states, the Allied Control Authorities for Germany, Japan and Korea and ten international organizations.

The Conference created the instruments for a World Health Organization. It made preparations for the taking over of the health work of the League and of UNRRA and for the integration of the Office into the new organization. It further provided for the development of regional organizations within the parent body. The Pan American Sanitary Bureau and other existing regional health organizations will thus be gradually transformed from autonomous bodies into regional offices of the Organization.

One of the most interesting provisions regarding membership is not reflected in any other specialized agency. It provides that "territories or groups of territories which are not responsible for the conduct of their international relations may be admitted as Associate Members by the Health Assembly upon application made on behalf of such territory or group of territories by the Member or other authority having responsibility for their international relations."

The functions of the World Health Organization are set out in the Constitution as follows: "To act as the directing and coordinating authority on international health." For this purpose it is to "establish and maintain effective collaboration with the United Nations, specialized agencies, governmental health administrations, professional groups and such other organizations as may be deemed appropriate."

The WHO is "to establish and maintain such administrative and technical service as may be required, including epidemiological and statistical service." It is specifically empowered to establish and revise international nomenclatures of disease, of causes of death and public health practices; to standardize diagnostic procedures and international standards for foods, biological, pharmacological and similar products; and "to propose conventions, agreements and regulations and make recommen-



dations with respect to international health matters"—these regulations to come into force automatically for all member states which do not reject or make reservations in regard to them within a specified period of time.

The scope of the Organization is very broadly defined, including not only control of epidemic disease but also promotion of maternal and child health and welfare, furtherance of activities in the field of mental health, prevention of accidental injuries, improvement of nutrition, housing, sanitation, recreation and economic or working conditions, study and report on "administrative and social techniques affecting public health and medical care from preventive and curative points of view, including hospital services and social security." Furthermore, the Organization is specifically empowered to "promote and conduct research in the field of health"; "to promote improved standards of teaching and training in health, medical and related professions, and to assist in developing an informed public opinion among all peoples on matters of health."

The Organization is not limited to general functions affecting all peoples. It is specifically empowered "to assist governments, upon request, in strengthening health services"; "to furnish appropriate technical assistance and, in emergencies, necessary aid upon the request or acceptance of governments"; and "to provide, or assist in providing, upon the request of the United Nations, health services and facilities to special groups, such as the peoples of trust territories."

Since the Organization does not come into force until 26 nations have accepted the Constitution, an Interim Commission of eighteen States has been set up. This Commission operates on a loan of \$300,000 from the United Nations for 1946 and \$1,000,000 for 1947. In addition, \$1,500,000 of UNRRA funds have been turned over to it to carry on the health functions of UNRRA exclusive of the supply program and the care of displaced persons.

The Commission held its first meeting during the Conference and its second in Geneva from November 4 to 13, 1946. During these meetings it devoted its major attention to three subjects: technical arrangements for the transfer from other or-

ganizations of such functions as it was assuming; discussion of relationships both with the United Nations and with other specialized agencies; the setting up of an immediate program of activity. From UNRRA the Commission inherits responsibility for the 1944 Sanitary Conventions; the furnishing of technical advice, particularly in regard to the control of tuberculosis and malaria, to UNRRA receiving countries, with special emphasis on China; the granting of scholarships to technical personnel of these countries; and the development of a health training program in Ethiopia. The Commission will carry on these functions subject to approval of the governments concerned and within the limitations of the budget available for this purpose. From the Office, the Commission takes over the receiving and dissemination to governments of data relating to the occurrence of outbreaks of diseases and epidemics as well as the continuation of Office publications. Two of the major activities to be taken over from the League of Nations are the international standardization of biological products and the collection, analysis and dissemination of epidemiological information.

With regard to its relationship with the United Nations and other specialized agencies, the Commission laid down certain principles. It studied existing agreements between other agencies of the United Nations and decided that on three matters it should, because of the peculiar technical nature of its operations, have greater independence than that previously accorded to specialized agencies. Cooperation with the Security Council should be within the limits "compatible with the Constitution of the World Health Organization." This proviso was insisted upon as there was a feeling that the political activities of the Security Council might conceivably conflict with the objectives of the World Health Organization. The second point concerned the question of the review of the budget by the United Nations. While the Commission was quite willing for the United Nations to review the administrative budget, it felt that the operational budget was a highly technical matter which could only be passed on by experts. The third point was the question of membership. Representatives of the Soviet Union and a number of other States stressed the importance of universality

of membership in the World Health Organization. For this reason the Commission agreed that the World Health Organization Assembly should be the unique judge of fitness for membership.

The Commission stressed the importance of close working arrangements with appropriate specialized agencies to prevent duplication of effort and to permit joint action. Nutrition and rural hygiene, for example, are two areas of joint interest to the Food and Agriculture Organization and the World Health Organization. The International Labour Organization and the World Health Organization have a number of common meeting grounds including industrial hygiene and provisions for health care and medical services. ICAO is interested in the Sanitary Conventions for aerial navigation. The work of UNESCO and WHO are very closely related, the former being responsible for the basic sciences and the latter for the medical and health sciences. In order to achieve the necessary dovetailing of programs it was agreed that in addition to exchange of information and mutual representation, there should be joint committees of experts on matters requiring close collaboration.

In order to formulate a working program as quickly as possible the Commission set up a number of committees. In addition to those concerned with administrative matters, there are to be Committees on Biological Standardization; Quarantine; Narcotic Drugs; Malaria; Pilgrimage Clauses of Sanitary Conventions; Revision of International List of Causes of Death and on the Establishment of International List of Causes of Morbidity.

### *International Refugee Organization*

When the war ended, there were several million human beings in Europe and Asia who had been deported from their homes as forced labor or who had fled in the face of the invading army or because their homes and livelihood had been destroyed. These unfortunate refugees and displaced persons became the joint responsibility of the Allied Occupying Military Authorities and of UNRRA wherever these bodies operated. The Army provided food and housing; UNRRA offi-

cials administered the camps, arranged for repatriation including transportation for as many as could and wished to return, and was responsible for all welfare activities.

The approaching termination of UNRRA made it imperative to find some substitute body to continue and complete the job of reintegrating these individuals into a normal community life. The Inter-Governmental Committee on Refugees which had been created in 1938, though still active, had neither the funds nor the machinery to deal with so vast a problem. The Council, therefore, set up the Special Committee on Refugees and Displaced Persons.

This Committee and the one on Finances prepared a draft constitution and budget for a proposed International Refugee Organization with the usual provision for an interim preparatory commission. The reports of these Committees were debated and modified through two sessions of the Economic and Social Council and during the second part of the first Session of the General Assembly.

In contrast to the harmonious development of plans for a World Health Organization, the proposals concerning the International Refugee Organization were the subject of long and heated debates. There was general agreement as to the necessity of a temporary international organization to handle the problem. There was also wide recognition of the necessity for the earliest possible solution of the problem. Protracted residence in displaced persons camps was demoralizing to the inmates and a reproach to the conscience of the world. Such residence also served as a constant irritant to the countries in which the camps were located because of the effect both actual and potential upon the economy of these countries.

The basic disagreement centered around the categories of refugees to be assisted and the nature of that assistance. By the late spring of 1946, the displaced persons remaining in European camps were largely Slavs. The Slavic nations desperately needed manpower. They had suffered extensive devastation and had lost millions of men. They also had political problems. Yugoslavia and Poland had emerged from the war

with new forms of government and were still facing active minority opposition. The Soviet Union had incorporated the independent states of Latvia, Lithuania and Estonia into its own territory. The loss of independent status inevitably provoked some resistance. Furthermore the Soviet Union was faced with a certain amount of internal unrest due at least in part to the poverty, hunger and hardships wrought by the war.

It was, therefore, natural that the Slavic states should, on the one hand, be anxious to secure the return of the maximum number possible of their nationals, and, on the other hand, prevent the succor of individuals whose hostility might menace national security. There was also a deep conviction that the abandonment of one's country or nationality was a criminal act.

The Slavic states, therefore, demanded, in essence, that no assistance be rendered to any individual hostile to the present government in his country of origin. They also insisted that the proposed Organization devote itself exclusively to repatriation. Any individual who refused to be repatriated should no longer be the concern of the Organization.

Opposed to this point of view were most of the other nations. Their nationals were not involved to any extent with the exception of the Chinese whose primary concern was transportation for repatriation. The refugees presented neither a threat to security nor a source of desired manpower. France, the United Kingdom and the United States had a distinct interest in an early solution of the refugee problem. The cost of food and shelter fell to a large extent upon their armies of occupation which were also responsible for the maintenance of order. Moreover, both the United Kingdom and the United States were bending every effort to promote the economic recovery of Italy and Austria in which many of the camps were located. Any exclusion of refugees from assistance by the Refugee Organization would, therefore, merely increase the burdens to be borne by France, the United Kingdom and the United States. Insistence on repatriation, furthermore, ran counter to a very basic principle, particularly insofar as the Western Democracies were concerned. Over hundreds of years there had grown up the tradition of political asylum.



These nations, therefore, insisted that assistance be rendered to any refugee of non-German origin who could not be proven to be a traitor, war criminal or Quisling. They also demanded the right of resettlement for any individual eligible for assistance who had valid reason for not returning home. These reasons might be lack of sympathy with the present government in his country or the fact that the war had swept away his home and livelihood.

This conflict of viewpoint between the Slavic nations and the others was heightened by the fact that while the refugees were largely Slavs the majority of camps lay within the American, English and French zones of occupation. As a result there arose endless discussion as to who should determine eligibility for assistance, who had the right to determine the existence of war criminals, Quislings and traitors, and finally, who should inform the refugees regarding conditions in their own countries in a manner which would at least attempt an impartial factual picture.

In the end the non-Slavic majority prevailed. However, a number of restrictive clauses were inserted tending to increase specific categories of those ineligible for assistance and to limit resettlement. But the most serious restriction on resettlement is contained in the budget proviso that contributions for large scale resettlement are purely voluntary as opposed to the compulsory nature of administrative and operational expenses.

Though by no means a perfect instrument the Constitution of the International Refugee Organization does create machinery for the care and re-establishment of hundreds of thousands of uprooted and homeless human beings. It provides that pending repatriation or resettlement "genuine refugees and displaced persons . . . should be protected in their rights and legitimate interests and should receive care and assistance, and so far as possible should be put to useful employment in order to avoid the evil and anti-social consequences of continued idleness." Those who are willing to return home will be encouraged to do so, their transportation arranged and 90 days food supply provided if they are going into a food deficient area. Those who do not for valid reasons wish to be re-



patriated will be resettled in another country. This involves not only negotiations with governments to secure the right of immigration and arrangements for transportation to their destination but also supervision to safeguard the individual after resettlement. Until the refugee enjoys the full rights of citizenship in his new country or is satisfactorily established, the Organization bears the responsibility for ensuring his protection against discrimination or mistreatment.

The Organization will have wide powers including the right to receive and disburse private and public funds; to acquire land and buildings, to enter into contractual relationship with governments or with occupation or control authorities. It will have an administrative budget of \$4,800,000, an operational budget of \$151,051,000, and a large scale resettlement budget of \$5,000,000 if voluntary contributions are forthcoming.

### *International Trade Organization*

The Charter of the United Nations proclaims as one of its aims "higher standards of living, full employment and conditions of economic and social progress and development." Responsibility for the achievement of this objective rests with the Economic and Social Council. During its first session it recognized that the major hope for success lay in the expansion of international trade. One of its first acts, therefore, was the creation of a preparatory committee to pave the way for an international conference on trade and employment.

The principle that international trade is not only beneficial to national economies but is, in fact, the keynote of domestic prosperity, is just beginning to be accepted. Two theories have militated against its acceptance. Low paid labor in other countries, it has been said, will be able to produce cheap goods with which the local industries of importing countries will not be able to compete. This fear resulted in the tariff barriers of the twenties and thirties which throttled national trade and ended in a form of national starvation, cutting off raw materials, semi- and fully finished goods required both for consumption and production. The other theory is based on the tenet held by industrial countries that agricultural countries must not be allowed to compete in the industrial field. This fear of com-

petition has been an influential factor in maintaining the low economic levels prevalent in agricultural regions.

These theories are slowly giving way before the accumulated evidence of their falsity. "What counts in the cost of production is not money rate of wages per hour, but money cost per unit of production. American automobile workers receive wages about three times as high as those paid in England, but a British automobile of superior quality costs nearly twice as much as a comparable American car. It is the efficiency and skill of American labor that makes it possible to pay good wages and still undersell other nations on many products."<sup>7</sup> As regards the other theory the answer is to be found in the export figures themselves. The best customers are the highly industrialized countries like the United Kingdom. In the first place, they have the purchasing power. In the second place, the more intricate the economy the greater both the needs and the desires.

In 1934, Secretary Hull's Reciprocal Trade Agreements were launched in the effort to break down some of the obstacles to international economic relations. Though largely in the nature of palliatives, they did serve to keep alive the idea of international cooperation and provided an earnest of the desire of the United States to participate when the time was ripe. These Agreements were extended for the fourth time in 1945 and during that same year, the United States published and transmitted to governments for their consideration its "Proposals for Expansion of World Trade and Employment." The Proposals embodied the idea that an international trade organization should be established to regulate and promote world trade in accordance with an agreed set of rules.

The United States document formed the basis for the discussions held by the United Nations Preparatory Committee when it met in London. The Economic and Social Council's resolution of February 18, directed the Committee to consider:

"(A) International Agreements relating to:

"(a) The achievement and maintenance of high stable levels of employment and economic activity.

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7. The Share of Labor in World Trade, Robert L. Gulick, Jr. *International Conciliation*, No. 425, Nov. 1946.

“(b) Regulations, restrictions and discriminations affecting international trade.

“(c) Restrictive business practices, and

“(d) Inter-governmental commodity arrangements.

“(B) The establishment of an International Trade Organization, as a specialized agency of the United Nations, having responsibilities in the fields of (b), (c) and (d) above.”

The Preparatory Committee for the International Conference on Trade and Employment met from October 15 to November 26 and laid the plans for the Conference which will be held in the autumn of 1947. The Committee drew up a preliminary draft of the Charter for the International Trade Organization. This draft has been further elaborated by a Drafting Committee which met at Lake Success on January 20, 1947. The re-drafted provisions, as well as alternatives where agreement was not possible, will be submitted to the Preparatory Committee when it reconvenes in Geneva on April 8. At the same time, the Preparatory Committee will sponsor negotiations for tariff reductions. Invitations to take part in these negotiations have already been sent out by the United States Government and multilateral negotiations narrowed down to a country-by-country and product-by-product basis will also begin immediately. At the Geneva meeting efforts will be made to obtain signatures to a general tariff agreement. If this can be achieved the signatories will form the nucleus of an Interim Tariff Committee that might begin operations pending the setting up of the International Trade Organization. The Economic and Social Council has also been requested to appoint an interim coordinating Committee for International Commodity Arrangements.

The proposed draft of the Charter of the International Trade Organization recognizes clearly the implications of a one world economy. Among its purposes are:

“To promote the solution of problems in the field of international commercial policies and relations through consultation and collaboration among Members,” and “to enable Members to avoid recourse to measures destructive of world commerce by providing, on a reciprocal and mutually advantageous basis, expanding opportunities for their trade and economic de-

velopment." Each member is obligated to "take action designed to achieve and maintain full and productive employment and high and stable levels of effective demand within their own jurisdictions through measures appropriate to their political and economic institutions and compatible with the other purposes of the Organization."

The concept of an expanding economy, as opposed to the restrictive practices which dominated the interwar period, finds particular expression in two articles. The Organization shall "encourage and assist the industrial and general economic development of Member countries, particularly of those still in the early stages of industrial development." Arrangements shall also be made to "open a membership in the Organization to the United Nations on behalf of the Trust Territories for which the United Nations is the administering authority."

The provisions of the Charter cover tariff reduction procedures, the elimination of preferential trade treatment and quantitative restrictions, restrictive business practices carried out by monopolistic agreement, and international commodity agreements. All of the provisions are designed to remove, insofar as possible, the obstacles to free trade on equal terms by all the member nations. This principle, however, is still subject to a number of reservations. Almost every obligation under the proposed Charter has its escape clause permitting restrictive action by a member in the interests of its own economy should this appear to be threatened. Many countries are afraid to relinquish present restrictions because of balance of payment difficulties or because of the fear that their trade commitments might be endangered by trade fluctuations and depression. There is a tendency for underdeveloped countries to build up new national barriers in order to protect their infant industries from world competition.

The proposed International Trade Organization is definitely not of itself a panacea for the world's economic ills. It is a piece of carefully wrought machinery whose usefulness will depend upon the practical understanding by nations of the principles it embodies. Like the United Nations, itself, success will rest in no small degree upon public opinion. The provisions for

detailed reporting on all measures affecting trade and for consultation prior to any action by any member which might affect the economy of another nation are two of the chief assets. The major liability is probably the non-participation of the Soviet Union in the work of the Preparatory Committee. This has resulted in only the sketchiest consideration in the draft Charter of the whole problem of the relationship of state trading enterprises and state monopolies to the private enterprise systems.

RELATIONSHIP OF COMMISSIONS TO SPECIALIZED AGENCIES

Specialized Agencies

|        | Economic<br>and<br>Employ-<br>ment | Trans-<br>port and<br>Communi-<br>cations | Fiscal | Statis-<br>tical | Popu-<br>lation | Human<br>Rights | Status<br>of<br>Women | Social | Narcotic<br>Drugs |
|--------|------------------------------------|---|--------|------------------|-----------------|-----------------|-----------------------|--------|-------------------|
| FAO    | X                                  |   |        | X                | X               |                 |                       | X      |                   |
| WHO    |                                    |   |        | X                | X               |                 |                       | X      | X                 |
| ILO    | X                                  |   |        | X                | X               | X               | X                     | X      |                   |
| UNESCO |                                    |   |        | X                | X               | X               | X                     | X      | X                 |
| BANK   | X                                  |   | X      | X                |                 |                 |                       |        |                   |
| FUND   | X                                  |   | X      | X                |                 |                 |                       |        |                   |
| PICAO  |                                    | X   |        | X                |                 |                 |                       |        |                   |
| ITO    | X                                  |   | X      | X                | X               |                 |                       |        |                   |
| IRO    |                                    |   |        | X                | X               | X               |                       | X      |                   |



## RELATIONSHIP OF COMMISSIONS TO SPECIALIZED AGENCIES

The inter-relationship of all aspects of the social and economic fields is extremely close. For this reason it is impossible to delineate sharply the scope of either the commissions or the specialized agencies. However, since the primary function of the commissions is to co-ordinate the work of the specialized agencies, an effort has been made to indicate the particular interests of each commission in the work of the various agencies. It will be noticed that the commissions and agencies are not parallel. Statistics, for example, is a common denominator of all activities. Thus the Statistical Commission is directly concerned with all the specialized agencies. Narcotics, on the other hand, is a particular subject. The Commission on Narcotic Drugs, therefore, is primarily concerned only with the World Health Organization and less directly with UNESCO. While, as it has been said, most commissions serve as advisory co-ordinating bodies, the Commission on Narcotic Drugs, however, has a direct mandate to achieve international control of narcotic drugs without primary reliance upon any specialized agency.

## APPENDICES

### UNITED NATIONS CHARTER PROVISIONS FOR ECONOMIC AND SOCIAL COOPERATION

#### ARTICLE 55

*United Nations Objectives* With a view to the creation of conditions of stability and well-being which are necessary for peaceful and friendly relations among nations based on respect for the principle of equal rights and self-determination of peoples, the United Nations shall promote:

- (a) higher standards of living, full employment, and conditions of economic and social progress and development;
- (b) solutions of international economic, social, health, and related problems; and international cultural and educational co-operation; and
- (c) universal respect for, and observance of, human rights and fundamental freedoms for all without distinction as to race, sex, language, or religion.

#### ARTICLE 56

*Obligations of Member States* All Members pledge themselves to take joint and separate action in co-operation with the Organization for the achievement of the purposes set forth in Article 55.

#### ARTICLE 57

- Relationship with Specialized Agencies*
1. The various specialized agencies, established by inter-governmental agreement and having wide international responsibilities, as defined in their basic instruments, in economic, social, cultural, educational, health, and related fields, shall be brought into relationship with the United Nations in accordance with the provisions of Article 63.
  2. Such agencies thus brought into relationship with the United Nations are hereinafter referred to as specialized agencies.

#### ARTICLE 58

The Organization shall make recommendations for the co-ordination of the policies and activities of the specialized agencies.

## ARTICLE 59

The Organization shall, where appropriate, initiate negotiations among the states concerned for the creation of any new specialized agencies required for the accomplishment of the purposes set forth in Article 55.

## ARTICLE 60

*Responsibilities* Responsibility for the discharge of the functions of the Organization set forth in this Chapter shall be vested in the General Assembly and, under the authority of the General Assembly, in the Economic and Social Council, which shall have for this purpose the powers set forth in Chapter X.

## ECONOMIC AND SOCIAL COUNCIL

### ARTICLE 62

#### *General Functions*

1. The Economic and Social Council may make or initiate studies and reports with respect to international economic, social, cultural, educational, health, and related matters and may make recommendations with respect to any such matters to the General Assembly, to the Members of the United Nations, and to the specialized agencies concerned.
2. It may make recommendations for the purpose of promoting respect for, and observance of, human rights and fundamental freedoms for all.
3. It may prepare draft conventions for submission to the General Assembly, with respect to matters falling within its competence.
4. It may call, in accordance with the rules prescribed by the United Nations, international conferences on matters falling within its competence.

### ARTICLE 66

1. The Economic and Social Council shall perform such functions as fall within its competence in connection with the carrying out of the recommendations of the General Assembly.
2. It may, with the approval of the General Assembly, perform services at the request of Members of the United Nations and at the request of specialized agencies.

3. It shall perform such other functions as are specified elsewhere in the present Charter or as may be assigned to it by the General Assembly.

#### ARTICLE 68

##### *Commissions*

The Economic and Social Council shall set up commissions in economic and social fields and for the promotion of human rights, and such other commissions as may be required for the performance of its functions.

#### ARTICLE 69

##### *Participation by Member States*

The Economic and Social Council shall invite any Member of the United Nations to participate, without vote, in its deliberations on any matter of particular concern to that Member.

#### ARTICLE 65

##### *Relationship with Security Council*

The Economic and Social Council may furnish information to the Security Council and shall assist the Security Council upon its request.

#### ARTICLE 63

##### *Relationship with Specialized Agencies*

1. The Economic and Social Council may enter into agreements with any of the agencies referred to in Article 57, defining the terms on which the agency concerned shall be brought into relationship with the United Nations. Such agreements shall be subject to approval by the General Assembly.

2. It may co-ordinate the activities of the specialized agencies through consultation with and recommendations to such agencies and through recommendations to the General Assembly and to the Members of the United Nations.

#### ARTICLE 64

1. The Economic and Social Council may take appropriate steps to obtain regular reports from the specialized agencies. It may make arrangements with the Members of the United Nations and with the specialized agencies to obtain reports on the steps taken to give effect to its own recommendations and to recommendations on matters falling within its competence made by the General Assembly.

2. It may communicate its observations on these reports to the General Assembly.

#### ARTICLE 70

##### *Representation of and in Specialized Agencies*

The Economic and Social Council may make arrangements for representatives of the specialized agencies to participate, without vote, in its deliberations and in those of the commissions established by it, and for its representatives to participate in the deliberations of the specialized agencies.

#### ARTICLE 71

##### *Consultation with non- governmental organizations*

The Economic and Social Council may make suitable arrangements for consultation with non-governmental organizations which are concerned with matters within its competence. Such arrangements may be made with international organizations and, where appropriate, with national organizations after consultation with the Member of the United Nations concerned.

#### ARTICLE 61

##### *Membership*

1. The Economic and Social Council shall consist of eighteen Members of the United Nations elected by the General Assembly.
2. Subject to the provisions of paragraph 3, six members of the Economic and Social Council shall be elected each year for a term of three years. A retiring member shall be eligible for immediate re-election.
3. At the first election, eighteen members of the Economic and Social Council shall be chosen. The terms of office of six members so chosen shall expire at the end of one year, and of six other members at the end of two years, in accordance with arrangements made by the General Assembly.
4. Each member of the Economic and Social Council shall have one representative.

#### ARTICLE 67

##### *Voting Procedure*

1. Each member of the Economic and Social Council shall have one vote.
2. Decisions of the Economic and Social Council shall be made by a majority of the members present and voting.

## ARTICLE 72

### *Rules of Procedure*

1. The Economic and Social Council shall adopt its own rules of procedure, including the method of selecting its President.
2. The Economic and Social Council shall meet as required in accordance with its rules, which shall include provision for the convening of meetings on the request of a majority of its members.

## ECONOMIC AND SOCIAL COUNCIL

### SESSIONS

1. Church House, London .....23 January-16 February, 1946
2. Hunter College, New York .....25 May-21 June, 1946
3. Lake Success, Long Island .....11 September-3 October, 1946
4. Lake Success, Long Island .....28 February, 1947-

### MEMBERSHIP<sup>1</sup>

Byelorussia\*\*\*  
Canada\*\*  
Chile\*\*  
China\*\*  
Cuba\*  
Czechoslovakia\*  
France\*\*  
India\*  
Lebanon\*\*\*  
Netherlands\*\*  
New Zealand\*\*\*  
Norway\*  
Peru\*\*  
Turkey\*\*\*  
Union of Soviet Socialist Republics\*  
United Kingdom\*  
United States of America\*\*\*  
Venezuela\*\*\*

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\*Term expires December 31, 1947

\*\*Term expires December 31, 1948

\*\*\*Term expires December 31, 1949

1. Colombia, Greece, Ukrainian S.S.R. and Yugoslavia initially appointed for one year were not re-elected. Belgium ceded her seat to the Netherlands for the remainder of her term.



## COMMISSIONS

### *Sessions*

|                                 |                           |   |
|---------------------------------|---------------------------|---|
| Economic and<br>Employment      | Hunter College, New York  | 29 April-17 May, 1946<br>(nuclear)                |
|                                 | Lake Success, Long Island | 20 Jan. - 5 Feb., 1947                            |
| Transport and<br>Communications | Hunter College, New York  | 30 April-17 May, 1946<br>(nuclear)                |
|                                 | Lake Success, Long Island | 6 Feb. -18 Feb., 1947                             |
| Statistical                     | Hunter College, New York  | 1 May -15 May 1946<br>(nuclear)                   |
|                                 | Lake Success, Long Island | 27 Jan. - 7 Feb., 1947                            |
| Population                      | Lake Success, Long Island | 6 Feb. -19 Feb., 1947                             |
| Fiscal                          | Lake Success, Long Island | 28 April  |
| Human Rights                    | Hunter College, New York  | 29 April-20 May, 1946<br>(nuclear)                |
|                                 | Lake Success, Long Island | 27 Jan. -10 Feb., 1947                            |
| Status of Women                 | Hunter College, New York  | 29 April-13 May, 1946<br>(nuclear Sub-Commission) |
|                                 | Lake Success, Long Island | 10 Feb. -24 Feb., 1947                            |
| Social                          | Hunter College, New York  | 29 April-17 May, 1946<br>(nuclear)                |
|                                 | Lake Success, Long Island | 20 Jan. - 4 Feb., 1947                            |
| Narcotic Drugs                  | Lake Success, Long Island | 27 Nov. -13 Dec., 1946                            |

## ECONOMIC AND EMPLOYMENT COMMISSION

### 1. Terms of Reference

“(a) The Commission shall advise the Economic and Social Council on economic questions in order to promote higher standards of living.

“(b) It shall examine such questions as may be submitted to it by the Council and shall on its own initiative report to the Council on problems which, in its opinion, require urgent attention.

“(c) It shall make recommendations to the Council with reference to economic questions involving concerted study and (or) action by more than one specialized agency or commission of the Council and in particular shall draw the attention of the

Council to the probable influence of the policies and activities of other commissions of the Council, the specialized agencies or other international organizations on the issues mentioned in paragraph (d) below.

"(d) In particular, it shall be the function of the Commission to advise the Council on:

- "(i) the prevention of wide fluctuations in economic activity and the promotion of full employment by the co-ordination of national full employment policies and by international action;
- "(ii) problems of the reconstruction of devastated areas and other urgent problems arising from the war, with a view to developing means of giving real help, which is so necessary, to various Members of the United Nations whose territories have been devastated by the enemy as a result of occupation and war activities;
- "(iii) the promotion of economic development and progress with special regard to the problems of less developed areas.

"In carrying out the functions set forth above, the Commission shall take account of the close relationship between the short-term problems and the long-term objectives of an expanding and integrated world economy."

## 2. Membership

Australia\*\*\*

Belgium\*

Brazil\*

Byelorussian Soviet Socialist Republic\*\*\*

Canada\*\*

China\*\*

Cuba\*\*\*

Czechoslovakia\*\*

France\*

India\*\*

Norway\*\*

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\*Term expires December 31, 1948

\*\*Term expires December 31, 1949

\*\*\*Term expires December 31, 1950

Poland\*  
Union of Soviet Socialist Republics\*\*\*  
United Kingdom\*  
United States of America\*\*\*

3. Sub-Commissions

a. Employment and Economic Stability (7 members)

1. Terms of Reference

"(i) to study national and international full employment policies and fluctuations in economic activity;

"(ii) to analyze the causes of these fluctuations; and

"(iii) to advise the Commission on the most appropriate methods of promoting full employment and economic stability."

b. Economic Development (7 members)

1. Terms of Reference

"To study and advise the Commission on the principles and problems of long-term economic development with particular attention to the inadequately developed parts of the world, having the objective of:

"(i) promoting the fullest and most effective utilization of natural resources, labour and capital;

"(ii) raising the level of consumption; and,

"(iii) studying the effects of industrialization and changes of a technological order upon the world economic situation."

c. Economic Reconstruction of Devastated Areas (20 members)

1. Terms of Reference

"(a) the nature and scope of the economic reconstruction problems of those countries which face great and urgent tasks in this field, whether by reason of occupation or physical devastation;

"(b) the progress of reconstruction and the measures of international co-operation by which reconstruction in those countries might be effectively facilitated and accelerated."

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\*Term expires December 31, 1948

\*\*Term expires December 31, 1949

\*\*\*Term expires December 31, 1950

## 2. Membership

|                |                                     |
|----------------|-------------------------------------|
| Australia      | New Zealand                         |
| Belgium        | Norway                              |
| Canada         | Peru                                |
| China          | Philippine Republic                 |
| Czechoslovakia | Poland                              |
| Ethiopia       | Ukrainian S.S.R.                    |
| France         | Union of Soviet Socialist Republics |
| Greece         | United Kingdom                      |
| India          | United States of America            |
| Netherlands    | Yugoslavia                          |

## TRANSPORT AND COMMUNICATIONS COMMISSION

### 1. Terms of Reference

"(a) to assist the Economic and Social Council in its tasks concerned with transport and communications problems;

"(b) to advise the Council on the co-ordination of the work of specialized agencies in the sphere of transport and communications;

"(c) to report to the Council, on its request, on the work of any of the specialized agencies in the sphere of transport and communications;

"(d) to advise the Council in fields where no permanent international organization yet exists and on problems which concern more than one sphere of transport or communications;

"(e) to suggest to the Council the creation of new agencies, or the conclusion of new conventions or the revision of existing conventions;

"(f) on instructions of the Economic and Social Council and when so authorized by convention or agreement between the parties, to perform the task of conciliation in cases of disputes between States and (or) specialized agencies, on problems concerning international transport and communications where not dealt with by other means;

"(g) to perform such other tasks as the Economic and Social Council may require of it on any question concerning international transport and communications;

"(h) to assist the Security Council, if so desired by the Economic and Social Council, in accordance with Article 65 of the Charter;

"(i) to assist the Trusteeship Council, if so desired by the Economic and Social Council, in accordance with Article 91 of the Charter."

## 2. Membership

Brazil\*  
Chile\*\*  
China\*\*  
Czechoslovakia\*\*\*  
Egypt\*\*\*  
France\*\*  
India\*  
Netherlands\*  
Norway\*\*  
Poland\*  
Union of South Africa\*\*  
Union of Soviet Socialist Republics\*\*\*  
United Kingdom\*  
United States of America\*\*\*  
Yugoslavia\*\*\*

## STATISTICAL COMMISSION

### 1. Terms of Reference

"The Commission shall assist the Council:

"(a) in promoting the development of national statistics and the improvement of their comparability;

"(b) in the co-ordination of the statistical work of specialized agencies;

"(c) in the development of the central statistical services of the Secretariat;

"(d) in advising the organs of the United Nations on general questions relating to the collection, interpretation and dissemination of statistical information;

"(e) in promoting the improvement of statistics and statistical methods generally."

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\*Term expires December 31, 1948

\*\*Term expires December 31, 1949

\*\*\*Term expires December 31, 1950

## 2. Membership

Canada\*\*  
China\*  
France\*\*\*  
India\*\*  
Mexico\*\*  
Netherlands\*  
Norway\*\*\*  
Turkey\*\*\*  
Ukrainian S.S.R.\*\*  
Union of Soviet Socialist Republics\*  
United Kingdom\*\*\*  
United States of America\*

## 3. Sub-Commission

### a. Statistical Sampling (five members)

## POPULATION COMMISSION

### 1. Terms of Reference

"The Population Commission shall arrange for studies and advise the Council on:

"(a) Population changes, the factors associated with such changes, and the policies designed to influence these factors;

"(b) inter-relationships of economic and social conditions and population trends;

"(c) migratory movements of population and factors associated with such movements;

"(d) any other population problems on which the principal or subsidiary organs of the United Nations or the specialized agencies may seek advice."

### 2. Membership

Australia\*\*  
Brazil\*\*\*  
Canada\*\*  
China\*  
France\*\*  
Netherlands\*\*\*  
Peru\*\*\*

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\*Term expires December 31, 1948

\*\*Term expires December 31, 1949

\*\*\*Term expires December 31, 1950



Ukrainian S.S.R.\*\*  
Union of Soviet Socialist Republics\*  
United Kingdom\*  
United States of America\*  
Yugoslavia\*\*\*

## FISCAL COMMISSION

### 1. Terms of Reference

- "(a) Study and advise the Council in the field of public finance, particularly in its legal, administrative and technical aspects;  
"(b) Advise the Council and other Commissions of the Council either upon their request or on its own initiative on the fiscal implications of recommendations made by the Commissions in their fields, and in general, co-operate in matters of common interest with other Commissions of the Council and other organs of the United Nations, including the Specialized Agencies."

### 2. Membership

Belgium\*  
China\*\*\*  
Colombia\*\*  
Cuba\*\*  
Czechoslovakia\*  
France\*\*\*  
India\*  
Lebanon\*\*  
New Zealand\*  
Poland\*\*  
Ukrainian S.S.R.\*\*\*  
Union of South Africa\*\*\*  
Union of Soviet Socialist Republics\*\*  
United Kingdom\*\*\*  
United States of America\*

## COMMISSION ON HUMAN RIGHTS

### 1. Terms of Reference

"The work of the Commission shall be directed towards submitting proposals, recommendations and reports to the Council regarding:

- "(a) an international bill of rights;

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\*Term expires December 31, 1948

\*\*Term expires December 31, 1949

\*\*\*Term expires December 31, 1950

- “(b) international declarations or conventions on civil liberties, the status of women, freedom of information, and similar matters;
- “(c) protection of minorities;
- “(d) prevention of discrimination on grounds of race, sex, language, or religion;
- “(e) any other matter concerning human rights not covered by items (a), (b), (c) and (d).”

## 2. Membership

Australia\*\*\*  
 Belgium\*\*\*  
 Byelorussian S.S.R.\*  
 Chile\*\*\*  
 China\*  
 Egypt\*\*  
 France\*\*  
 India\*\*  
 Iran\*\*  
 Lebanon\*  
 Panama\*  
 Philippine Republic\*\*\*  
 Ukrainian S.S.R.\*\*  
 Union of Soviet Socialist Republics\*\*  
 United Kingdom\*  
 United States of America\*\*\*  
 Uruguay\*  
 Yugoslavia\*\*\*

## 3. Sub-Commission

### a. Freedom of Information and of the Press (12 members)

#### 1. Terms of Reference

“(a) In the first instance, to examine what rights, obligations and practices should be included in the concept of freedom of information, and to report to the Commission on Human Rights on any issues that may arise from such examination.

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\*Term expires December 31, 1948

\*\*Term expires December 31, 1949

\*\*\*Term expires December 31, 1950

“(b) To perform any other functions which may be entrusted to it by the Economic and Social Council or by the Commission on Human Rights.”

b. Prevention of Discrimination and Protection of Minorities<sup>1</sup>  
(12 members)

1. Terms of Reference

“(a) In the first instance, to examine what provisions should be adopted in the definition of the principles which are to be applied in the field of the prevention of discrimination on grounds of race, sex, language or religion, and in the field of the protection of minorities, and to make recommendations to the Commission on urgent problems in these fields.

“(b) To perform any other functions which may be entrusted to it by the Economic and Social Council or the Commission on Human Rights.”

COMMISSION ON THE STATUS OF WOMEN

1. Terms of Reference

“The functions of the Commission shall be to prepare recommendations and reports to the Economic and Social Council on promoting women’s rights in political, economic, civil, social and educational fields with the object of implementing the principle that men and women shall have equal rights, and to develop proposals to give effect to such recommendations. The Commission shall also make recommendations to the Council on urgent problems requiring immediate attention in the field of women’s rights. The Commission may submit proposals to the Council regarding its Terms of Reference.”

2. Membership

Australia\*

Byelorussian S.S.R.\*

China\*

Costa Rica\*\*\*

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\*Term expires December 31, 1948

\*\*Term expires December 31, 1949

\*\*\*Term expires December 31, 1950

1. The Economic and Social Council had suggested the creation of two sub-commissions, one on the problem of discrimination and one on that of minority groups. The Commission considered, however, that the two problems were so closely related that they could be more effectively handled within the framework of a single sub-commission.

Denmark\*\*\*  
France\*\*\*  
Guatemala\*  
India\*  
Mexico\*\*  
Syria\*\*  
Turkey\*\*\*  
Union of Soviet Socialist Republics\*\*  
United Kingdom\*\*  
United States of America\*\*  
Venezuela\*\*\*

## SOCIAL COMMISSION

### 1. Terms of Reference

"(a) to advise the Council on social questions of a general character and in particular on all matters in the social field not covered by specialized inter-governmental agencies;

"(b) to advise the Council on practical measures that may be needed in the social field;

"(c) to advise the Council on measures needed for the co-ordination of activities in the social field;

"(d) to advise the Council on such international agreements and conventions on any of these matters, as may be required, and on their execution;

"(e) to report to the Council on the extent to which the recommendations of the United Nations in the field of social policy are being carried out."

### 2. Membership

Canada\*\*\*  
China\*\*\*  
Colombia\*\*  
Czechoslovakia\*  
Denmark\*\*\*  
Ecuador\*\*\*  
France\*  
Greece\*  
Iraq\*\*\*

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\*Term expires December 31, 1948

\*\*Term expires December 31, 1949

\*\*\*Term expires December 31, 1950

Netherlands\*\*  
New Zealand\*\*  
Peru\*\*  
Poland\*\*\*  
Union of South Africa\*  
Union of Soviet Socialist Republics\*  
United Kingdom\*\*  
United States of America\*  
Yugoslavia\*\*

## COMMISSION ON NARCOTIC DRUGS

### 1. Terms of Reference

"The Commission shall:

"(a) assist the Council in exercising such powers of supervision over the application of international conventions and agreements dealing with narcotic drugs as may be assumed by or conferred on the Council;

"(b) carry out such functions entrusted to the League of Nations Advisory Committee on Traffic in Opium and other Dangerous Drugs by the International Conventions on Narcotic Drugs as the Council may find necessary to assume and continue;

"(c) advise the Council on all matters pertaining to the control of narcotic drugs, and prepare such draft international conventions as may be necessary;

"(d) consider what changes may be required in the existing machinery for the international control of narcotic drugs and submit proposals thereon to the Council;

"(e) perform such other functions relating to narcotic drugs as the Council may direct."

### 2. Membership

Canada\*  
China\*  
Egypt\*  
France\*  
India\*  
Iran\*

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\*Term expires December 31, 1948

\*\*Term expires December 31, 1949

\*\*\*Term expires December 31, 1950

Mexico\*  
Netherlands\*  
Peru\*  
Poland\*  
Turkey\*  
Union of Soviet Socialist Republics\*  
United Kingdom\*  
United States of America\*  
Yugoslavia\*

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\*Term expires December 31, 1948





